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ABSTRACT

Drug abuse in schools, and to a lesser extent, alcohol and tobacco abuse, are the topics of this report. Discussions are provided in these areas: (1) prevalence of drug abuse; (2) student attitudes and beliefs; (3) drug laws and school rules; (4) student searches and drug testing; (5) drug epidemic reaching the very young; (6) tobacco abuse; (7) alcohol abuse; (8) marijuana abuse; (9) related problems of truancy, crime, and violence; (10) the war against drugs; and (11) drug abuse prevention and intervention strategies. These discussions include statistics and focus on recent developments. Five successful drug and alcohol prevention programs are profiled. Additional drug and alcohol abuse prevention and information resources are listed which include written information, toll-free numbers, and national organizations and contacts. Excerpts from the 1988 Gallup poll of the public's attitudes toward the public schools and other newspaper articles are included. (ABL)

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DRUG TRAFFIC AND ABUSE IN SCHOOLS

NSSC RESOURCE PAPER

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DRUG TRAFFIC AND ABUSE IN SCHOOLS

The vicious slaying of a New York youth; the senseless death of a small town high school athlete; the scandal of serious criminal charges against young residents from upstanding, affluent families of Scottsdale, Arizona--besides having made the headlines, a common bond of these stories is that each was the result of the drug and alcohol abuse problem that has spread throughout the country.

Substance abuse knows no bounds--from a rural community in Oregon, to an affluent Connecticut suburb, to an inner-city neighborhood in Los Angeles, Chicago or any of the nation's metropolitan areas. No one is immune, and the education, health and future of our children stand to suffer most as a consequence of this national epidemic.

"Partying" is a popular pastime in nearly every junior and senior high school in the nation, but innocent games and "spiked" fruit punch of long ago have been replaced at many of today's parties with drugs, alcohol and tobacco that have become an integral part of many teen-agers' social lives.

Whether the social lives of our youth include membership in country clubs, high school athletic teams or satanic cults, drugs or alcohol are likely to be close by.

* Gary Lauwers, 17, of the New York community of Northport was mutilated then ritually stabbed to death. "Police later found that both the youth and his accused killers belonged to a satanic cult that made heavy use of a powerful drug originally devised as an animal tranquilizer," read an article in U.S. News & World Report. The drug was Phencyclidine, known as PCP and "angel dust."

* Eugene Hoagler, 16, attended high school in the small Northern California town of Covelo. He was a "B" student and on the school basketball team. He also played the dangerous game of chug-a-lug. Hoagler died after chugging straight shots of alcohol following a basketball game.

* The upscale Phoenix suburb of Scottsdale was the site of a large cocaine bust when law enforcement officials came down on 84 young adults. More than one-third of those accused had attended the local prestigious Chaparral High School. Law enforcement officials claimed current students were among the dealers' best customers, according to a report by Newsweek. One 19-year-old Chaparral dropout was allegedly responsible for annual sales of more than $14 million.

It is no longer realistic to believe that drug users and dealers are a sleazy bunch of characters who inhabit dirty streets and alleys in the "bad" part of town. Alcohol and drug abuse and

trafficking are a part of life for the boy next door, the girl down the street and many kids at the neighborhood school.

Efforts to fight drug problems at the high school level sometimes include establishing a closed campus to keep students from using drugs off campus between classes and to guard against outsiders who sell drugs on school grounds. While this may be an effective step in fighting the problem at some schools, others find drug trafficking has developed within the ranks of their own student body. Drugs cost money and selling is common for many young drug users who turn to stealing, prostitution or dealing to support their habit. Consequently, the boy next door may not only be doing drugs, but he may also be the dealer providing others with drugs.

PREVALENCE OF DRUG ABUSE

The latest national survey of high school seniors by the University of Michigan's Institute for Social Research shows that:

* More than half of America's teen-agers have used drugs at least once before they finish high school.

* More than one-third have used drugs other than marijuana.

* Nine out of 10 seniors reported having experienced alcohol.

* One in five high school seniors is currently a daily smoker, with more than half of them going through at least half a pack of cigarettes daily.

* Marijuana currently is the most widely used illicit drug, with 50 percent of students surveyed reporting some use in their lifetime.

These findings come from an ongoing national research and reporting program titled "Monitoring the Future: A Continuing Study of the Lifestyles and Values of Youth," funded primarily by the National Institute on Drug Abuse (NIDA).

Dr. Lloyd Johnston, director of the Michigan study, cautioned that although the 1987 findings continue to show a long-term downward trend in overall drug usage among young people, the United States still has the highest rates of illicit drug abuse among the nation's industrialized world. Cocaine use, after having either increased or remained essentially stable every year since the annual study began in 1978, dropped significantly in 1987.

The number of high school seniors reporting cocaine use in the year prior to the survey fell by one-fifth between 1986 and 1987, from 12.7 percent to 10.3 percent. A decrease of about one-third --from 6.2 percent in 1986 to 4.3 percent in 1987--was found in

the proportion of seniors who said they were "current users" of cocaine.

However, preliminary data on "crack"--a processed, smokeable form of cocaine--suggest it is not following the overall decline in cocaine use. In 1987, 5.6 percent of seniors reported having tried crack, while 4 percent had used it in the past year.

Even with the modest improvement in the cocaine situation and other cooling of what they call "the unhealthy romance between many of America's young people and illicit drugs," Johnston and other University of Michigan researchers insist that "we have come only part way down from a very high mountain, and to a considerable degree that is true of the drug problem in general."

Teen-agers say drug abuse is the biggest problem they face, with alcohol abuse ranking second and teen-age pregnancy third as the leading causes of concern, according to a 1987 Gallup Youth Survey. Concern about drugs has risen from 27 percent in 1977, when teen-agers named it as the top problem facing their generation, to 54 percent in 1987.

Drug use was the most frequently mentioned problem in the most recent Gallup Poll of the Public's Attitude Toward Public Schools. Thirty-two percent of those surveyed said drug use was the biggest problem facing schools in 1988.

The American people overwhelmingly support the effort to eliminate drug traffic and abuse. Of the top issues of public concern, "solving drug problems, limiting nuclear arms, reducing unemployment and slowing inflation," solving the drug problems rated first in a 1985 survey, according to USA Today.

Educators, parents, law enforcement officials and other community members are concerned about the use and trafficking of drugs and alcohol in our schools. Alcohol and drug users often use the term "wasted" to indicate the state of being high or drunk. The term is more literal than figurative, as many parents and educators can attest after they've seen a bright, promising youngster deteriorate into a withdrawn, lethargic individual as a result of drug or alcohol use.

STUDENT ATTITUDES AND BELIEFS

A 1987 report from the National Institute on Drug Abuse includes the following information on high school seniors' attitudes and beliefs about drugs:

* A substantial majority of high school seniors perceive regular use of any illicit drugs as entailing "great risk" of harm for the user. Some 89 percent of the sample feel this way about heroin, while 84 percent associate great risk with using LSD, 89 percent to cocaine, and 69 percent to barbiturates and amphetamines.

* Regular use of cigarettes (i.e., one or more packs a day) is judged by more than two-thirds (69 percent) as entailing a great risk of harm for the user.

* Regular use of marijuana is judged to involve great risk by 74 percent of those surveyed.

* Very few think there is much risk in using marijuana experimentally (18 percent) or even occasionally (30 percent).

* Experimental use of the other illicit drugs, however, is still viewed as risky by many. The percentage associating great risk with experimental use ranges from about 30 percent for amphetamines and barbiturates to 54 percent for heroin.

* Despite the amount of negative publicity cocaine has received, only about half (48 percent) see great risk involved in experimenting with it.

Regular use of alcohol was more explicitly defined in several questions in the survey. Few (26 percent) associate much risk of harm with having one or two drinks daily. Only four in every 10 (42 percent) think great risk is involved in having five or more drinks once or twice each weekend.

More than two-thirds (70 percent) of those surveyed think the user takes a great risk in consuming four or five drinks nearly every day, but this means that about a third of the students do not view this pattern of regular heavy drinking as entailing great risk.

Students were also asked about the availability of different drugs. The report states that it seems reasonable to assume the "perceived" availability tracks actual availability to some extent. In general, the more widely used drugs are reported to be most readily available.

Marijuana appears to be almost universally available to high school seniors, with some 85 percent reporting they think it would be "very easy" or "fairly easy" for them to get--that is about 35 percent more than the number who report ever having used it.

After marijuana, students indicate that the psychotherapeutic drugs are the most available to them. Amphetamines are seen as available by 65 percent; tranquilizers by 49 percent; and barbiturates by 48 percent. More than half the seniors (54 percent) see cocaine as readily available, and crack is seen as available by 41 percent.

A 1979 Philadelphia study comparing attitudes of parents and high school seniors found vast differences in the reasons given by the two groups for drug use by students.

The resulting report by Alfred S. Friedman and Yoav Santo stated that parents checked "to get away from things" as a reason for using drugs much more than the students did. "Possibly there is a tendency for parents to perceive drug use by young persons as a manifestation of an irresponsible tendency of these young persons to escape from their life task and obligations," write Friedman and Santo in the Journal of Drug Education, Vol. 14 (1), 1984.

Parents also ranked the reason "their friends use it" higher than the students. As Friedman and Santo observe, "Many parents of children who get involved in drug use tend to blame the problem on their child's peers and friends as a way of externalizing or denying responsibility for the occurrence of the problem. Many parents are at a loss to know how this problem could occur in their family."

While students said the main reason for using drugs was "to get high," parents said it was "curiosity and desire to see for oneself what it is like."

According to the report, parents and students seem to differ the most on the issue of marijuana smoking--98.5 percent of parents disapprove of their own child's occasional use of marijuana, while 47.4 percent of high school seniors disapprove of occasional use by their peers.

DRUG LAWS AND SCHOOL RULES

While some schools identify alcohol and/or drug use, possession or sales as school rules violations requiring school-based sanctions, other schools strictly interpret such actions as criminal violations requiring law enforcement intervention.

By definition, drug and alcohol use by children is a criminal offense. Clearly educators are obliged to define and deal with drug and alcohol offenses in a manner that is consistent with state penal codes. School districts that fail to control or warn of drug traffic and abuse are subject to potential civil liability.

In his article "Addiction to Zenachlor--Drug Issues from A to Z," Richard Pomazal points out that all drugs are strictly regulated or taxed or have varying penalties for violations. "Other than for revenues, the rationale for endorsed restrictions is to protect society or to protect the individual from him or herself," writes Pomazal in the Journal of Drug Education, Vol. 15 (1), 1985. The opiates, cocaine and the psychedelics (marijuana, LSD, mescaline, etc.) are illegal and regulated by the Federal Bureau of Narcotics. Alcohol and nicotine are legal and are regulated and taxed by the Federal Bureau of Alcohol, Tobacco and Firearms. The Federal Food and Drug Administration regulates barbiturates, tranquilizers and amphetamines that are legal only if prescribed by a doctor.

Each year the penalties for drug dealing have become more severe. This increased risk has led to higher prices for illegal drugs, which increases profits and often serves to motivate even more drug dealing, Pomazal maintains.

"As with most pleasures, when we talk about drugs we're talking about money--enormous amounts of money. Vast amounts of money are also usually associated with greed and power. The drug industry, both legal and illegal, is an incredibly lucrative and competitive business," Pomazal writes.

He continues: "Each year vast sums of money are involved in the growing, subsidizing, manufacturing, production, shipping, advertising and selling of legal drugs--caffeine, alcohol, tobacco, prescriptions, etc. Coffee is the fourth largest commodity in the world trade following oil, wheat and copper. Further, billions of dollars are raised each year from the tax revenue on alcohol and tobacco products. Millions of dollars are also spent every year funding academic and private research projects on the effects of drugs, the development of new drug combinations and rehabilitation approaches. Concerning alcohol abuse alone, billions of dollars are lost each year due to decreased productivity, health and medical complications, and motor vehicle accidents."

Federal officials estimate U.S. citizens spend as much as $110 billion a year to buy illegal drugs, and the total is climbing by 10 percent or more annually.

"Considering the money spent on drug violations, each year billions of tax dollars are also spent on the criminal justice system," Pomazal says. "Some of the many salaried persons involved include numerous legislators to make the laws, police to enforce them, prosecuting attorneys to prosecute, defense lawyers to defend, juries to decide, judges to judge, jailers to jail, parole officers to supervise and counselors to counsel."

STUDENT SEARCHES AND DRUG TESTING

The right and duty of school officials to enforce the law in schools and combat problems of drug abuse and trafficking on campuses has been addressed in major court decisions dealing with student searches.

In 1985, in New Jersey v. T.L.O., the U.S. Supreme Court ruled that school officials have the authority to search students if there is reasonable cause for suspecting that a search will turn up evidence that laws or school rules are being violated.

The decision in T.L.O. upheld the 1980 search of a student's purse by an assistant principal at a New Jersey high school. The search was prompted after the student was found smoking in a school bathroom in violation of a school rule.

When she denied smoking, the official searched her purse and found a pack of cigarettes, rolling papers, a small quantity of marijuana, a pipe, empty plastic bags, a substantial amount of money and a list of students who owed her money. The evidence led to the student's conviction of delinquency.

The New Jersey Supreme Court reversed the conviction and ordered the evidence suppressed on grounds the search was illegal.

The U.S. Supreme Court, however, gave school officials the authority to search students without a court-ordered warrant. Splitting 6-3 in an opinion written by Justice Byron White, the high court said students' rights of privacy must be weighed against the responsibility of school officials to maintain discipline and preserve a proper educational environment.

Later in 1985, the California Supreme Court, in In re William G., stressed the duty of school officials to respond to campus climate and school safety issues.

Although the court ruled that the school administrator's suspicion that William was tardy or truant from class provided no reasonable basis for conducting a search of any kind, it was noted that "teaching and learning cannot take place without the mental and physical well-being of the students."

Further, it was declared, since society mandates school attendance, it assumes a duty to protect students from dangers posed by antisocial activities--whether their own or of other students--and to provide them with an environment in which education is possible.

Another related issue that may eventually reach the Supreme Court is that of drug testing. The matter has been heard in a New Jersey Superior Court with Becton Regional High School losing its argument to require students to undergo an annual urinalysis to check for traces of drugs and alcohol. The school's proposed drug testing policy was ruled unconstitutional because it violates students' rights to privacy and due process and to be free of unreasonable search and seizure. At least one federal court has upheld drug tests for students participating in extracurricular activities, but generally the courts have struck down mass screening programs involving all students.

DRUG EPIDEMIC REACHES VERY YOUNG

While the debilitating drug plague has extended off the streets of urban America and into schools throughout the nation, it has spread from college and high school to even lower levels, affecting countless young children.

Before 1960, less than 1 percent of the population had tried an illicit drug and drug use was practically non-existent in American high schools, says William Pollin, former director of

the National Institute on Drug Abuse. "By 1978, however, almost 68 percent of high school students had tried marijuana and almost 11 percent were using marijuana every day," Pollin says. "An equally frightening phenomenon was the drop in the age of first use to 12- and 13-year-old children." A study conducted by the National Council on Alcohol and Drug Abuse found the average age for a boy to first experiment with drugs is 11. The average age for girls is 13.

Approximately 5.1 million (23.7 percent) youngsters, age 12-17, had used marijuana at some time during their lives, according to a 1985 survey by the National Institute on Drug Abuse. It is estimated that 8.1 million 12- to 15-year-olds have experienced alcohol and about 6 million have smoked cigarettes at least once.

While drugs seem to have become a casual and often accepted part of growing up in America, it is important to remember that children are just that--children. They are too young and vulnerable to handle the psychological, physical and social hazards involved.

Mood-altering drugs provide a quick and simple escape from the stresses that are a normal part of growing up. Youths who continually blot out pain, boredom or frustration never learn to cope with them. Teen-agers who continually "get high" may grow up believing that getting high is the only way to enjoy anything. "Youngsters who do not experience and grow out of adolescence because of regular drug use stand a good chance of becoming chemically dependent adults," writes Marsha Manatt in the NIDA publication, Parents, Peers and Pot.

TOBACCO ABUSE

Although not illegal, tobacco is a drug that is used frequently by teen-agers. By the time they are seniors in high school, about two-thirds (67 percent) of American students have smoked cigarettes at least once.

It may have started with taking that first puff of tobacco to look "cool," or to act "grown up" or because of peer pressure. The result is one in five high school seniors is a daily smoker, with more than 50 percent of them going through at least half a pack of cigarettes daily.

"In the long run, smoking cigarettes will probably cut short the lives of more of this group of young Americans than will the use of all the other drugs combined," the University of Michigan's Johnston says.

Chewing tobacco, which has become increasingly popular among some youths, is not safe either. People who chew tobacco become as addicted to nicotine as smokers. Since chewing tobacco has been linked to oral cancer, health authorities are concerned that the production of chewing tobacco has increased by 50 percent in recent years, according to the American Cancer Society.

Despite all that is known about the health consequences of cigarette smoking, nearly a third of high school seniors surveyed do not believe there is a great risk to cigarette smokers. A recent report found that more people worldwide will die as a result of diseases related to smoking and smokeless tobacco than any other preventable cause of death, including war and famine.

In spite of the health concerns associated with smoking, many high schools have established smoking areas for students. While proponents of such policies say it keeps smokers out of school bathrooms and in designated, supervised areas, opponents say allowing smoking areas serves to condone the use of tobacco by students.

ALCOHOL ABUSE

Unlike the relatively new problems of drug abuse, the havoc and distress of alcohol abuse are painfully familiar to many generations. However, many remember when drinking was seen as a rite of passage into young adulthood, but that has changed and children are now beginning to drink as an entry into adolescence.

A 1987 NIDA report shows the following:

* Approximately 92 percent of all high school seniors had used alcohol, with 66 percent having used alcohol during the past month.

* The rate of occasional heavy drinking or party drinking rose from 37 percent in 1975 to 41 percent in 1979. It remained at this level through 1983, then fell to a low of 37 percent in 1985 and 1986 before increasing to 38 percent in 1987. (Party drinking is defined as having consumed five or more drinks in a row on at least one occasion during the two weeks prior to the administration of the questionnaire.)

* About 1 in 20 high school seniors said they drank daily.

Approximately 56 percent of seniors surveyed had begun using alcohol before entering high school. Compared with previous students (prior to the class of 1978), more recent classes of high school seniors began using alcohol at earlier ages. About 10 percent reported taking their first drink in the sixth grade or earlier; 22 percent reported using alcohol in the seventh or eighth grade; and 24 percent during the ninth grade.

The National PTA reports that more than 50 percent of high school seniors drink in cars and at least 25 percent drink and drive. The fact that drunk driving is the leading cause of death for young people 16 to 24 years of age is enough reason for everyone to be concerned about alcohol use among our teen-agers. While 16- to 24-year-olds make up only 20 percent of all licensed drivers and travel just 20 percent of the total miles traveled by

drivers of all ages, they cause 42 percent of all fatal alcohol-related accidents.

The distressingly high incidence of teen alcohol use and abuse has caused concern among students, parents, educators and law enforcers. Efforts to fight the problem around the country have come in the form of Students Against Driving Drunk (SADD) chapters; special school curriculums such as "Al Co Hol," "Friday Nite Alive," "Arrive Alive" and "Here's Looking at You Two"; and general awareness and education programs aimed at both the students and the community.

MARIJUANA ABUSE

Cannabis, better known as marijuana, continues to be the most widespread and frequently used illicit drug in the nation today.

The U.S. Drug Enforcement Administration estimates that some 20 million Americans use marijuana and 4 million use it on any given day. The federal agency estimates that 30 million pounds of marijuana were imported or grown in the U.S. in 1983. Some sources say marijuana is the largest cash crop in the United States.

By the time they are seniors in high school, half (50.2 percent) of America's students have tried marijuana. At least one in every 30 high school seniors is actively smoking marijuana on a daily basis.

A major concern about marijuana is its impact upon the motivational process, particularly upon youths who consume large amounts. Frequent marijuana use seems to increase passivity, loss of interest and social withdrawal in otherwise outgoing, active youngsters.

The early teen years are considered a difficult period as the adolescent must deal with problems of identity, separation from parental ties, and changes that affect both the body and mind. While this phase is naturally confusing, a drug like marijuana can cause even more chaos and disorganization.

Personality and behavioral changes in marijuana users may include apathy, lethargy, passivity and often paranoia. Younger users tend to lose interest in school, sports, clubs and other vigorous or engaging activities. They may frequently be fatigued, depressed and moody. Their lives seem to narrow in focus as they become more preoccupied with their world of drugs.

Studies show that marijuana actually interferes with thinking and memory. One of the most consistent effects of regular marijuana use is a decline in school performance.

Heart problems and lung diseases are among the health concerns associated with marijuana. Scientists believe that marijuana,

like tobacco, will someday be shown to cause many diseases of the lungs, including cancer.

According to the U.S. Department of Health and Human Services, marijuana makes the heart beat up to 50 percent faster than the normal heartbeat. Since marijuana affects heart function, coordination and timing, it is almost certain to decrease performance in a variety of sports such as basketball, baseball, football and soccer.

The chemical action of marijuana on the brain produces various changes in thought processes, such as impaired memory, difficulty in concentration and logical inconsistency in verbal communication. Medical research in other areas raises more questions about the health hazards of marijuana, including the possibility of chromosome damage and second-generation fertility problems.

RELATED PROBLEMS

Besides the obvious health and legal considerations, drug and alcohol abuse often leads to other problems including truancy, crime and violence. The Rand Corporation of California released a study in 1981 that documented drug use as a major cause of crime. The study indicates that 237 addicts committed 500,000 crimes during one 11-year period. In the rural community of Tipton, Indiana, law enforcement officials said that 100 percent of the adjudicated juvenile cases and 100 percent of the burglaries and thefts in 1978 involved people caught up in alcohol or drug abuse.

In the April 1983 issue of Alcohol and Drug Report, Michelle Magri writes: "Generally, juveniles who drink are also involved in more delinquent activities, such as trouble with school, the police, shoplifting and fighting. Several studies have demonstrated a relationship between adolescent alcohol (and drug) use and juvenile delinquency ranging from 84-90 percent."

Drug use is seen by some as a root cause of many of the problems in public education systems. Former Kentucky Governor Julian Carroll says drug use in Kentucky high schools is directly linked to the state's high dropout rate. A Bowling Green, Kentucky, newspaper quoted Carroll as saying that dropouts make up 99 percent of the state's "welfare fathers," 90 percent of its "welfare mothers" and 80 percent of its prison population.

A national forum sponsored by the National Conference of Juvenile and Family Court Judges in 1985 featured one of the first efforts in the nation to collaboratively discuss the relationship between drug use and truancy. A panel of experts from the research and educational communities discussed the links between the two problems, concluding that a great deal more collaboration on this topic is needed.

Another cause for concern is AIDS, the fatal disease linked with sex and intravenous drug use.

With drugs being the root of a lot of evil, it is vital that drug use be driven out of our schools. First Lady Nancy Reagan says, "Increased drug use among school-aged children has brought a degree of disorder and violent behavior into some of our classrooms and, as a result, is impeding the learning process. We owe it to our children to provide them a drug-free environment where learning can flourish."

THE WAR AGAINST DRUGS

President Reagan and the First Lady head an army of federal, state and local officials trying to help America win the war against drugs. While the nation's young people continue to abuse drugs and alcohol, "the costs are measured in lost lives, troubled families and forsaken dreams," the president stated.

"Our goal is clear," says President Reagan. "We intend to conquer drug abuse and ensure a safe and productive future for our children and our nation. The federal government is committed to doing all in its power to stop drug abuse and drug trafficking, but the ultimate victory will be determined by Americans working within their home, workplace and community."

The world of drugs and drinking has often been glamorized in movies, music and television, spurring impressionable youths to move into the fast lane of life with no thought of the dead-end that awaits them. Many times it is peer pressure that pushes adolescents into involvement with drugs and alcohol. Stress, failure to achieve and other personal problems also may contribute to a student's decision to turn to mind-altering substances.

Many drug prevention programs emphasize self-esteem. These programs are designed to address the underlying problems that may cause drug abuse. Such programs are usually aimed at adolescents between the ages of 11 and 15, when they are most likely to suffer from low self-esteem and negative peer pressure.

Before attempting to solve illegal drug abuse and trafficking problems, it is important to ascertain the extent of such problems within a particular school or district.

Some administrators keep track of illegal drug abuse and trafficking through the use of formal incident reports or through a combined process of formal and informal knowledge about drug and alcohol use, possession and sales incidents that occur on campuses. Joint efforts with law enforcement agencies is essential.

Other administrators conduct a survey among a random sample of the student population to determine the types of problems most prevalent on a particular school campus.

Once educators understand the dimensions of an emerging or actual drug abuse problem, they should work with community groups and law enforcement to identify, develop and help implement the best strategy involving the proper mix of apprehension, prevention, intervention, education, counseling, and student and public awareness.

DRUG ABUSE PREVENTION STRATEGIES

The most effective strategies to decrease drug abuse and trafficking among American students are comprehensive, linking the school, home, community, law enforcement and health services.

Educators should keep in mind that implementing any drug prevention effort that attempts to comprehensively deal with the problem requires resource allocation for teacher preparation, purchase of materials, assignment of significant classroom time, and development of a collaboration program involving the public and youth-serving professionals. Without such a commitment, the prevention strategies that follow will have only limited success:

1. Information and education projects
   Several different informational approaches that feature facts and consequences can be used, such as:

   * a comprehensive curriculum combining basic drug education and behavioral guidance that is a required segment of a required course taught by specially trained teachers using specially prepared materials;

   * informal or formal talks or speeches to health, government or physical education classes about the hazards of drug and alcohol consumption and abuse;

   * a comprehensive curriculum designed to improve self-esteem and decision-making skills collaboratively taught by a teacher and a parent, community volunteer, older student and/or law enforcer; and

   * a "Saying No" curriculum that stresses the importance of resisting peer pressure to use drugs and alcohol collaboratively taught by a teacher and a counselor, health educator or community volunteer.

2. Clear and consistent school policies
   Clear and firm school policies should prohibit the use, possession and sale of any illegal substance. Policies must be regularly and carefully communicated to students, faculty, staff, parents and community members. Succesful policies are usually those that:

   * include full community, student and law enforcement par-

ticipation in their development and implementation;

* include an adequate, often long-term, commitment to the preparation and implementation of policies;

* emphasize the school's role in drug abuse prevention and law enforcement;

* clarify that substance use and possession are illegal activities which require law enforcement intervention;

* apply to all school personnel and students;

* involve training and technical assistance for developing comprehensive school-based programs;

* create cooperation with community substance abuse programs to develop and implement school-based programs, as well as referral services;

* provide a sense of ownership and pride by the school and community;

* include provisions for multicultural factors and issues;

* include alternative consequences for drug-related problems and offenses (i.e., in-house suspension, Saturday school, alternative schools); and

* include strong district and school administrative, as well as educator and community, support.

3. School-community relations
Public relations strategies and tactics aimed at students and the community can promote health and personal safety while discouraging drug and alcohol use. School PTAs, service clubs, senior centers, youth groups and religious councils should be considered when developing support networks. Community involvement is very important. Consider recruiting parents and non-parents to chaperon on- and off-campus school functions. This could serve to discourage drug and alcohol use at all school- and community-related functions. Community members can also be directly involved in the areas of counseling and job placement or as guest speakers. Parent and community newsletters with information regarding the signs and symptoms of drug and alcohol abuse can be circulated to promote awareness and solicit volunteers for prevention programs.

4. "Contract for Life" agreements
Agreements are distributed by Students Against Driving Drunk (SADD) for both teen-agers and parents. The following is a sample agreement suggested by the national SADD organization:

For teen-agers: "I agree to call you for advice and/or transportation at any hour, from any place, if I am ever in a situation where I have had too much to drink or a friend or date who is driving me has had too much to drink." (Signed and dated.)

For parents: "I agree to come and get you at any hour, any place, no questions asked, and no argument at that time, or I will pay for a taxi to bring you home safely. I would expect that we will discuss this issue at a later time. I also agree to seek safe, sober transportation home if I am ever in a situation where I have had too much to drink or a friend who is driving me has too much to drink." (Signed and dated.)

5. SADD (Students Against Driving Drunk) chapters
Formation of a local chapter can involve students in the fight against the problem of drunk drivers. The national organization can be contacted for assistance: SADD, Post Office Box 800, Marlboro, Massachusetts 01752, 617/481-3568.

6. Coach/athlete programs
Coaches can work with athletes to discourage drug and alcohol use. Information on specific coach-initiated programs can be obtained from the Drug Enforcement Administration (DEA), Demand Reduction Section, DEA/National High School Coaches Association Initiative, 1405 I Street, N.W., Washington, D.C. 20537.

7. Law enforcement participation
Classroom presentations by law enforcement can be made on drug and alcohol information, decision-making, peer pressure resistance, positive lifestyles, and alternatives to drug and alcohol use.

8. Drug-free school functions
Activities may be planned that offer alternatives to traditional high school parties and proms where drugs and alcohol are consumed. Help in organizing such an effort may be obtained by contacting Project Graduation, c/o Alcohol and Drug Education, State House Station 57, Augusta, Maine 04333, 207/289-3876.

DRUG ABUSE INTERVENTION STRATEGIES

Once a drug or alcohol problem is identified, administrators and community members have a variety of intervention strategies they may use, including the following:

1. Family-oriented programs
Conducted by educators and community members, such programs are designed to improve family relationships and involve parents constructively in the nurturing of their children, as well as in specific activities aimed at preventing substance abuse.

2. Parent support groups
Conducted by educators and community members for parents of substance-abusing students, educators involved in such efforts can assist parents in not feeling ostracized or powerless to influence their child's life while on the school grounds. Educators can encourage parents to join community support groups like Toughlove, Families Anonymous or Alcoholics Anonymous for additional help.

3. Ongoing school involvement with community resources
Schools should be in ongoing contact with alternative programs that treat substance abusing youth so reliable referral sources are always available.

4. Educator involvement with parent groups
These groups are designed to prevent substance abuse, improve family life and decision-making, and breed self-esteem.

5. School board policies
If necessary, policies may be established to require students suspected of using drugs and alcohol and/or students attending school-sponsored after-hour functions to take breath or urine tests.

DRUG AND ALCOHOL PREVENTION PROGRAMS

The National School Safety Center has identified the following programs to address and prevent alcohol and drug abuse problems among students.

Project 714, Inc.
Hixson High School
5705 Middle Valley Road
Hixson, Tennessee 37343
615/842-4141

Contact: Tom McCullough, Principal

Project 714, Inc. is the sponsoring agency of a multifaceted chemical awareness campaign. This project, adopted by several high schools, increases teacher awareness of drugs and coordinates the activities of six campus care groups working to combat chemical use.

The six groups are: 1) a core group of instructors and administrators who oversee the chemical awareness program; 2) the SSS (Students Staying Straight), which encourages peer pressure to support chemical non-use; 3) the Chemical Awareness Group, which consists of a nine-session course to teach students caught using or possessing drugs; 4) an intervention group that assists students concerned with their own drug problems and seeking support; 5) Concerned Persons, which is a group for students concerned about someone close to them with a substance abuse problem; and

6) another group that teaches parents to be more aware of substance abuse and encourages them to participate in other campus chemical awareness activities.

SCIP (School Community Intervention Program)
ast Junior-Senior High School
1000 South 70th Street
Lincoln, Nebraska 68510
402/489-7121

Contact: Willie Sapp, Program Director

SCIP is a community-based project using an intervention team to assist students with abuse problems. Team members are trained to identify potential and active drug abusing students and make referrals to appropriate community agencies for evaluation. Students returning to school after undergoing treatment attend on-campus weekly support groups to further ease the transition.

SUDDS (Students Understand Drinking/Drugging Students)
Redmond High School
17272 Northeast 104th
Redmond, Washington 98052
206/881-4330

Contact: Bruce Bain, Instructor

SUDDS, an affiliate of the Washington Teen Institute on Alcoholism, strives to promote student activities that create a "natural high" and that encourage peer pressure to say "no" to drug abuse. Redmond High School offers an elective SUDDS class, in which students meet daily to develop and participate in activities addressing substance abuse.

Project DARE (Drug Abuse Resistance Education)
Los Angeles Police Department
150 North Los Angeles Street
Los Angeles, California 90012
213/485-4856

Contact: Lt. Rodger Coombs, DARE Project Director

Project DARE is a cooperative effort between the Los Angeles Police Department and the Los Angeles Unified School District to equip youth with the skills to resist peer pressure to experiment with and use harmful drugs.

The program, primarily for fifth-, sixth- and seventh-grade students, has 57 full-time Los Angeles Police Department officers assigned to a classroom beat. School district health special-

ists write the curriculum and train the officers to present the special lessons that focus on alcohol and drug information, decision-making skills, resisting peer pressure and alternatives to drug use.

In conjunction with the junior high program, school counselors provide early intervention counseling to those students with a potential drug or alcohol problem.

"Taking Charge" Program
Mesa Public School District
549 N. Stapling Drive
Mesa, Arizona 85203
602/898-7938

Contact: Fran Carney, Director of Guidance Services

School officials designed the "Taking Charge" program to keep students in school while dealing with drug problems. Students caught possessing, using, buying or selling drugs on campus may now enroll in the program as an alternative to a semester suspension.

Program participants must promise not to use or possess drugs and must attend weekly counseling sessions. Sessions include individual and group activities aimed at helping students boost self-esteem, learn factual medical information on the effects of drugs, and explore possible underlying causes for their drug use.

ADDITIONAL RESOURCE INFORMATION

Educators, community members, parents and law enforcers have many available resources from which to choose when tackling the problem of drug and alcohol abuse. The following examples, while not comprehensive, provide a representative sampling of drug and alcohol abuse prevention and information resources that may be helpful.

1. Adolescent Peer Pressure--Theory, Correlates and Program Implications for Drug Abuse Prevention. U.S. Department of Health and Human Services, 1981.

2. Alcohol and Health--Fifth Special Report to the U.S. Congress from the Secretary of Health and Human Services, December 1983.

3. Friedman, Alfred S. and Santo, Yoav. "A Comparison of Attitudes of Parents and High School Senior Students Regarding Cigarette, Alcohol and Drug Use." Journal of Drug Education, Vol. 14, No. 1, 1984, Baywood Publishing Co., Inc.

4. Johnston, Lloyd; O'Malley, Patrick; and Bachman, Jerald. National Trends in Drug Use and Related Factors Among America's High School Students and Young Adults, 1975-1986. National Institute on Drug Abuse, 1987.

5. Marijuana And Youth--Clinical Observations on Motivation and Learning. National Institute on Drug Abuse, 1982.

6. Miller, Judith D. and Cisin, Ira H. Highlights from the National Survey on Drug Abuse, 1983.

7. Manatt, Marsha. Parents, Peers And Pot. National Institute on Drug Abuse, 1979.

8. Manatt, Marsha. Parents, Peers and Pot II, Parents in Action. National Institute on Drug Abuse, 1983.

9. Pomazal, Richard J. "Addiction to Zenachlor--Drug Issues from A to Z," Journal of Drug Education, Vol. 15, No. 1, 1985, Baywood Publishing Co., Inc.

10. Preventing Adolescent Drug Abuse: Intervention Strategies. National Institute on Drug Abuse Research Monograph 47, 1983.

Toll-Free Numbers

Cocaine
(Trained counselors and therapists offer advice to cocaine users and their friends and families.)
800/COCAINE

National Health Clearinghouse
800/336-4797

National Institute on Drug Abuse
800/638-2045

National Organizations and Contacts

Following is a list of organizations and contacts that offer information and assistance with drug and alcohol projects.

Alateen, Al-Anon Family Group Headquarters, Inc.
200 Park Avenue South, Room 1602
New York, New York 10003
212/254-7236
212/260-0407

Alcohol and Drug Abuse Education Program (ADAEP)
U.S. Department of Education
400 Maryland, S.W.
Washington, D.C. 20202-6151
202/732-4599

Alcoholics Anonymous
General Service Office
468 Park Avenue South
New York, New York 10016
212/686-1100

American Automobile Association (AAA)
Traffic Safety Department
8111 Gate House Road
Falls Church, Virginia 22047
703/222-6000

Data Center & Clearinghouse for Drugs & Crime
1600 Research Boulevard
Rockville, Maryland 20850
800/666-3332

Families in Action
2296 Henderson Mill Road, Suite 204
Atlanta, Georgia 30345
404/934-6364

H.E.L.P. of America
345 Grand Avenue
Leonia, New Jersey 07605
800/631-1596

International Narcotics Officers Association, Inc.
112 State Street, Suite 1200
Albany, New York 12207
518/463-6232

National Clearinghouse for Alcohol and Drug Information
Post Office Box 2345
Rockville, Maryland 20852
301/468-2600

National Federation of Parents for Drug-Free Youth
1420 North Jefferson
Springfield, Missouri 65802
417/836-3709

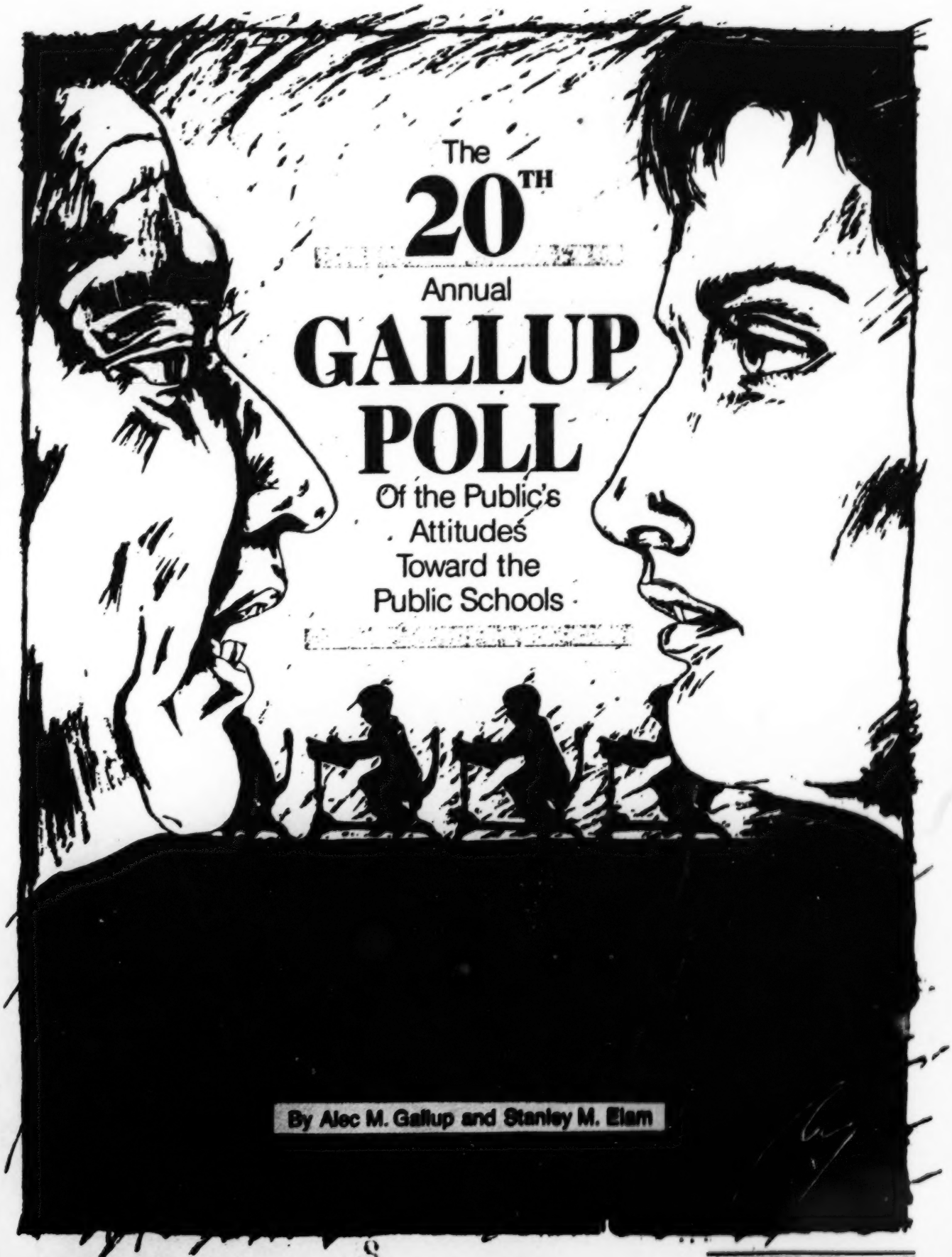
National Institute on Drug Abuse (NIDA)
5600 Fishers Lane, Room 10A31
Rockville, Maryland 20852
301/443-4577

The National PTA
Alcohol Education Publications
700 North Rush Street
Chicago, Illinois 60611
312/787-0977

Parent Resources Institute for Drug Education (PRIDE)
100 Edgewood Avenue, Suite 1002
Atlanta, Georgia 30303
800/241-9746

Pacific Institute for Research and Evaluation
7101 Wisconsin Avenue, Suite 20814
Bethesda, Maryland 20014
301/951-4233

Students Against Driving Drunk (SADD)
Post Office Box 800
Marlboro, Massachusetts 01752
617/481-3568



The 20TH Annual GALLUP POLL

Of the Public's Attitudes Toward the Public Schools

By Alec M. Gallup and Stanley M. Elam

Illustration by Guy Lorraine

Most Important Problems Facing Local Public Schools in 1988

The public has become acutely aware of drug abuse as a problem for U.S. public schools in the past two years. When asked to identify the biggest problems with which the local public schools must deal, 32% of those interviewed for the 1988 Gallup education poll said "use of drugs by students." Lack of discipline was a distant second, mentioned by 19% of the respondents.

This is the third consecutive year in which the public has identified drug abuse as the biggest local school problem. However, in 1986 only two percentage points separated the problem of drug abuse from the problem of discipline. In 1987 drug abuse was mentioned by 30% of the respondents, discipline by 22%. In the 17 Gallup education polls prior to 1986, the public identified discipline as the biggest problem for the local schools in each year except 1971, when "lack of proper financing" was first.

Ironically, overall drug use among young people continued a gradual decline last year, according to the University of Michigan's Institute for Social Research, but the U.S. still has the highest rate of drug use among young people of the world's industrialized nations. More than half (57%) of last year's high school seniors had tried an illicit drug, and more than a third had tried illicit drugs other than marijuana. The use of alcohol remained fairly steady last year, and cigarette smoking — which the researchers say will take the lives of more young people than all other drugs combined — has not dropped among high school seniors since 1984.*

The question:

What do you think are the biggest problems with which the public schools in this community must deal?

*For details of the University of Michigan's annual drug survey, contact Gil Goodwin, News and Information Service, University of Michigan, 412 Maynard, Ann Arbor, MI 48109-1399. Ph. 313/747-1844.

ALEC M. GALLUP is co-chairman, with George Gallup, Jr., of the Gallup Organization, Princeton, N.J. STANLEY M. ELAM (Indiana University Chapter) is contributing editor of the Phi Delta Kappan. *He was* Kappan *editor from 1956 through 1980 and has been coordinating Phi Delta Kappa's polling program since his retirement.*

	National Totals %	No Children in School %	Public School Parents %	Nonpublic School Parents %
Use of drugs	32	34	30	29
Lack of discipline	19	20	15	25
Lack of proper financial support	12	10	17	11
Difficulty getting good teachers	11	10	11	13
Poor curriculum/poor standards	11	11	11	14
Parents' lack of interest	7	7	7	8
Moral standards	6	6	7	2
Large schools/ overcrowding	6	4	10	9
Pupils' lack of interest/ truancy	5	6	4	5
Drinking/alcoholism	5	5	6	6
Low teacher pay	4	3	7	5
Integration/busing	4	4	3	3
Teachers' lack of interest	3	3	3	8
Crime/vandalism	3	3	2	1
Lack of needed teachers	2	1	3	2
Lack of respect for teachers/other students	2	2	1	2
Fighting	1	2	1	1
Lack of proper facilities	1	1	3	3
Mismanagement of funds/programs	1	1	1	1
Problems with administration	1	1	1	1
Communication problems	1	1	1	*
Parents' involvement in school activities	1	1	1	*
Lack of after-school programs	1	*	1	1
Too many schools/ declining enrollment	1	*	1	*
School board politics	1	1	1	1
There are no problems	2	2	4	3
Miscellaneous	5	4	6	4
Don't know	10	12	4	5

*Less than one-half of 1%.
(Figures add to more than 100% because of multiple answers.)

Public Confidence in the Schools' Ability to Deal with Societal Problems

In order to measure levels of public confidence in the ability of the public schools to deal with four particularly troublesome societal problems, four questions were asked. In each case, the choices given were: a great deal of confidence, a fair amount, not very much, or none at all.

Among respondent groups, public school parents generally show the most confidence in the public schools' ability to deal with these societal problems, particularly drug and alcohol abuse. None of the groups seem to have much confidence in the schools' ability to handle the problem of teenage pregnancy.

Further demographic breakdowns reveal few significant differences. However, people living in communities with populations of less than 50,000 seem to have more confidence in their schools' ability to deal with these problems than do people living in large cities. In addition, people with higher levels of education appear to be *less confident* of their schools' ability to solve these problems than people with only a grade school or high school education.

The first question:

Illustrations by Guy Lawrence

How much confidence do you have in your local public schools to deal with drug abuse?

	National Totals %	No Children In School %	Public School Parents %	Nonpublic School Parents %
A great deal	9	9	12	5
A fair amount	37	35	44	30
Not very much	35	35	31	43
None at all	12	12	12	19
Don't know	7	9	1	3

The second question:

How much confidence do you have in your local public schools to deal with alcohol abuse?

	National Totals %	No Children In School %	Public School Parents %	Nonpublic School Parents %
A great deal	10	9	15	8
A fair amount	33	34	34	25
Not very much	34	33	32	45
None at all	13	12	14	16
Don't know	10	12	5	6

The third question:

How much confidence do you have in your local public schools to deal with teenage pregnancy?

	National Totals %	No Children In School %	Public School Parents %	Nonpublic School Parents %
A great deal	5	5	6	4
A fair amount	30	29	33	24
Not very much	36	36	37	39
None at all	17	17	16	25
Don't know	12	13	8	8

The fourth question:

How much confidence do you have in your local public schools to deal with AIDS education?

	National Totals %	No Children In School %	Public School Parents %	Nonpublic School Parents %
A great deal	10	11	10	9
A fair amount	30	30	32	31
Not very much	27	26	28	29
None at all	14	12	17	17
Don't know	19	21	13	14

Combating the AIDS Epidemic

Because medical authorities generally believe that education offers the best hope of controlling the AIDS epidemic in America, this year's Gallup survey attempted to elicit the public's perception of the education-related issues raised by AIDS.

The public was virtually unanimous in its support for developing AIDS education programs in the public schools. Ninety percent of the respondents thought that such programs should be developed, and only 5% thought that they should not.

Asked at what age children should begin participating in an AIDS education program, those who support such a program generally thought that it should start before the age of puberty. Forty percent of the national sample would start it when children are between 5 and 9 years of age; another 40% would begin at age 10 to 12; only 11% would wait until children are 13 or older.

There was overwhelming support for teaching what is called "safe sex" as a means of preventing AIDS. (Presumably, most respondents understood this to be teaching the use of condoms.) Seventy-eight percent of the respondents approve teaching "safe sex," while only 16% oppose it.

Finally, respondents were asked whether they favor or oppose allowing children who suffer from AIDS to attend local public schools. Although the courts, with the backing of medical opinion, seem to have settled this question in favor of allowing AIDS victims to attend school, the public still has misgivings. Although 57% favor allowing attendance, 24% oppose it, and 19% do not take a position.

The first question:

Do you believe that the local public schools should or should not develop an AIDS education program?

	National Totals %	No Children In School %	Public School Parents %	Nonpublic School Parents %
Should	90	88	94	95
Should not	5	6	4	4
Don't know	5	6	2	1

The second question (asked of those who favor having the local public schools develop an AIDS education program):

At what age should students begin participating in an AIDS education program?

	National Totals %	No Children In School %	Public School Parents %	Nonpublic School Parents %
Under 5 years	6	6	5	11
5-9 years	40	39	43	42
10-12 years	40	40	39	32
13-15 years	10	11	11	13
16 years or older	1	*	1	1
Don't know	3	4	1	1

*Less than one-half of 1%.

The third question:

Should the local public schools teach what is called "safe sex" for AIDS prevention, or should they not?

For release Aug. 5, 1987, and thereafter

The Gallup Youth Survey

Teens See Drug Abuse as No. 1 Problem

By GEORGE GALLUP JR.

PRINCETON, N.J. — Teens believe drug abuse among their peers is their greatest concern, according to the latest Gallup Youth Survey.

Although teen drug use has been declining during the past decade, 54 percent of the teens — twice as many as 10 years ago — named drug abuse their No. 1 concern.

Alcohol abuse is the second most frequently mentioned problem, with teen concern rising from 7 percent in 1977 to 12 percent in 1987.

Current teen concerns focus largely upon substance abuse and social problems. Teen concerns of 10 years ago, such as the "generation gap," unemployment or economic problems, and "finding oneself," seem to have almost disappeared. In 1977, one teen in five (20 percent) named getting along with parents as the major problem of the teen generation, but now only 2 percent cite it as a major issue.

Only 3 percent of the teens now see unemployment or economic issues as major problems facing their generation. By comparison, in 1983, 16 percent were concerned about unemployment, 3 percent named career doubts and uncertainties, and 2 percent cited economic issues as their major problems.

Overall, one teen in 10 (11 percent) names teen-age pregnancy as a leading problem. Among young women, however, 19 percent feel it is a major issue. Greatest concern about the problem is found among black teens, with one in four (24 percent) naming teen-age pregnancy as the most important problem facing people their age. As recently as in 1985, only 3 percent of all teens mentioned teen-age pregnancy as a leading problem.

AIDS — acquired immune deficiency syndrome — makes its first appearance on the teens' list of most important problems, with 5 percent of the teens expressing concern about the impact the condition may have on their generation.

Accompanying concerns about substance abuse and sexually related problems is an increase in the feeling that peer pressures are the major problem facing teens today. Peer pressures are seen as a major issue today by one teen in 10 (10 percent), compared with only 5 percent who cited them as a major problem in 1977.

Teen-age suicide has been widely discussed in the media in recent years, but only 2 to 3 percent of teens have named it as a most important problem over the past three years.

Mentioned only 1 percent each by teens as major issues facing their generation are school problems, financing college education, and fear of war.

Here is how the question was asked:

"What do you think is the biggest problem facing people your age?"

The findings reported today are based on telephone interviews with a representative national cross section of 509 teen-agers, 13 through 17, conducted in the period of June 21-27, 1987.

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BIGGEST PROBLEM FACING TEENS

	1987	1985	1983	1977
Drug abuse	54%	40%	35%	27%
Alcohol abuse	12	14	10	7
Teen-age pregnancy	11	3	.	.
Peer pressures	10	8	8	5
AIDS	5	.	.	.
Getting along with parents	2	2	5	20
Problems in growing up	2	5	1	6
Unemployment	2	8	16	6
Teen-age suicide	2	3	.	.
School problems	1	4	5	3
Financing college	1	3	1	.
Fear of war	1	2	4	.
Economic problems	1	3	2	3
Career uncertainties	.	.	3	3
Miscellaneous	5	7	5	12
Don't know	8	13	18	14
	117*	115*	113*	106*

* More than 100 percent due to multiple responses.

Kids wise up to drug use

By Dan Sperling
USA TODAY

Teen cocaine use dropped 19 percent last year for its first decline in more than a decade.

The National High School Senior Drug Abuse Survey, conducted yearly since 1975, has shown a steady decline in all illicit drug use except cocaine since 1980.

"Young people are not dumb," says study director Lloyd Johnston, noting street-smart teens dropped PCB as a "bad drug" in 1979. Also cited: deaths of sports stars Len Bias and Don Rogers; more media coverage.

Latest results, from 16,300 seniors:

▶ 10.3 percent used cocaine at least once in the past year, down from 12.7 percent in 1986.

▶ 66 percent drank alcohol in the past 30 days, about the same as earlier.

▶ 3.3 percent used marijuana daily — lowest since the survey began — down from 1978's peak of 10.7 percent.

▶ 42 percent used some illicit drug in the previous year — another low.

Problem in 46 States

LAT 880405

Crack: It's Not Just a 'City Drug'

By ERIC LICHTBLAU and GAYLORD SHAW, *Times Staff Writers*

MINNEAPOLIS—For two days this winter, gunfire echoed through the snow-covered streets here as rival gangs fought for control of a neighborhood's drug traffic. Young men raced along sidewalks firing sawed-off shotguns and pistols at one another, and four were wounded before the battles ebbed.

The December spasm of shootings in this usually placid region provides a startling example of the nationwide violence spawned by the rapid spreading of crack, a potent and profitable cocaine derivative, into middle-sized cities, smaller towns and even rural areas of America.

"If you'd mentioned this a year ago," said Sgt. Harry Baltzer, head of the city police's narcotics division, "people would have laughed at you. They'd say, 'Hey, this isn't Detroit or New York, this is Minneapolis.' . . . but now, they're terrified."

Problem in 46 States

The sense of terror is shared in a growing number of neighborhoods, according to Times interviews across the country and a new report of the federal Drug Enforcement Administration that documents the spread of crack to 46 states in the past three years.

"These are good people in these neighborhoods, and they're at their wits' end," said Lamar Sims, chief deputy district attorney in Denver. "They want [crack] out of their neighborhoods."

"It's a war zone out there," said Houston police narcotics agent Kevin Johnson as he discussed drug-related shoot-outs and murders in the Texas city.

In describing how crack—and the violence usually accompanying it—has spread since 1985 to all but four of the most sparsely populated states, the DEA report used phrases such as "dramatic increase . . . serious problem . . . literally exploded . . . escalating to alarming levels."

No Longer Small-Time

Once a cottage industry, crack now is distributed throughout the nation through sophisticated networks organized by "splinter groups" from two Los Angeles street gangs as well as groups of Jamaicans, Haitians and Dominicans, the agency said in the report, made available to The Times after it was given to selected police chiefs at a Justice Department meeting.

In California, the 22-page document said, "crack is a problem of epidemic proportions in Los Angeles, Riverside, Santa Barbara. . . . Some areas of San Francisco report up to 25 street dealers at a single corner, while Sacramento reports an enormous increase in the number of crack houses."

Crack is "inexpensive, highly addictive, physically and emotionally destructive. . . . Never before has any form of cocaine been available at such low cost and high potency," the report said. Only Alaska, Wyoming, Montana and South Dakota, it said, have so far

Please see CRACK, Page 20

Continued from Page 1

escaped problems with the drug.

Crack is smokable slivers or crystals processed from powdered cocaine hydrochloride through use of baking soda or ammonia. The effect of smoking it is said by experts to be far more intense than that of snorting cocaine.

While the common one-gram package of powdered cocaine sells for $100 and is 55% pure, the DEA said that a dose of crack weighing one-tenth of a gram sells for between $5 and $25 and often is 90% pure.

Although crack is "primarily an inner-city drug problem at the present time," the agency said, it has become available in much smaller cities and towns—Peoria, Ill.; Martinsburg, W. Va.; Salisbury, Md., and Pascagoula, Miss.

The DEA said that recent seizures of the drug indicate that crack has reached rural areas of California and nine other states—Georgia, Mississippi, Louisiana, Florida, Alabama, North Carolina, Delaware, Maryland and New York.

"This rapid appearance of the drug in rural areas highlights the easy marketability and speed with which it is capable of spreading through society," it said.

According to the DEA, crack first showed up in the United States in 1981 in Los Angeles, San Diego and Houston, three cities where it was commonly called "rock."

It "was considered a localized phenomenon until late 1985, when crack became a serious problem in New York City," the report said. "Crack cocaine literally exploded on the drug scene during 1986 and was reported available in 28 states and the District of Columbia." In late 1987, when the DEA conducted a new survey of its field offices and local police departments, it found that the number of states had jumped to 46.

Many smaller metropolitan areas were stunned by the rapid advance of the drug, said Patrick Murphy, director of the police policy board at the U.S. Conference of Mayors who, in a 42-year law enforcement career, has been a police chief in four cities.

When crack was first detected in a few large cities several years ago, Murphy said in an interview, many officials in other cities said: " 'Well, that's New York, or well, that's L.A. We'll never have it in our city.' They were shocked when it hit them so fast."

Most disturbing, Murphy said, is that "crack is bringing a level of violence we never saw with heroin or cocaine or marijuana."

Crack is so potent and addictive that it breeds "violent desperation" among users, who commit robberies and other crimes to finance their drug purchases, he said. And bloody battles over turf, such as the one between drug dealers in Minneapolis in mid-December are becoming more common.

Last month in Washington, D.C., two women linked to drug trafficking were slain in what police described as executions witnessed by four small children. A week earlier at a busy intersection in the capital, four men with automatic weapons gunned down a drug competitor as he sat in his car at a red light.

The escalation in drug-related homicides is charted by police statistics in the District of Columbia, where police have attributed four of every six murders this year to drugs, up from one of six as recently as 1985

Similarly, in New York, police said that 39% of last year's murders were drug-related, compared with 20% to 25% in the early 1980s. Arson also apparently figures in the New York crack trade. Forty people were left homeless on March 23 as the result of a fire in a seven-story apartment building in Harlem that had been described as a "crack den." A day earlier, two people were killed and five injured in a similar incident in the Bronx.

Besides killing one another and sometimes slaying innocent bystanders—as in the case of a 60-year-old woman killed by a stray bullet in a shoot-out between crack gangs in Atlanta last September—dealers increasingly have cast aside one of the unwritten rules of the street, an informal code followed by even the Mafia: never deliberately kill a cop.

One recent example was the assassination of a rookie New York City policeman, Edward Byrne, as he sat in a police car guarding the home of a Queens resident who had complained about drug dealing in the neighborhood.

Crack dealers "don't follow the same rules, and that's a worry," said Murphy of the Conference of Mayors. "They kill at will, and there seem no limits left."

It is a trend to which Sgt. Ken Williams of the Birmingham, Ala., narcotics division can personally attest. He recently came within inches of becoming a victim of the crack industry's penchant for violence.

"We were raiding a crack house and I was banging on the door when shots were fired from inside," Williams said in an interview. "One bullet missed my head by only six inches."

He said it was the second time in a month that Birmingham officers had come under fire in crack raids. "I've been in this business here for 10 years and in those 10 years we had been shot at maybe twice, until this last month—we've been shot at twice in the last month," Williams added.

"They've all got guns," he said. "That seems to be the common denominator of these crack houses."

Williams' colleagues in Birmingham's homicide division keep a bullet-riddled metal chair in their office as a grim reminder.

A crack dealer was sitting in that chair when another man—an "enforcer" brought down from Detroit—murdered him with a burst from a military-style automatic rifle. The Detroit man was sentenced to life imprisonment and, after his trial, "we got the chair out of the evidence locker to keep here as a reminder of their firepower," said Sgt. Butch Quinn.

Williams, Quinn and other law enforcement officers across the country have detected a quantum leap in the arsenals of drug dealers. They have seized Israeli-made machine guns, known as Uzis, American-made submachine guns known as Mac-10s, a variety of sawed-off shotguns and, Williams said, "every kind of handgun you can imagine."

Arsenal in a Bus

Earlier this month, when New York police searched a bus that had just arrived from Atlanta, they found powerful weapons they said were headed for crack dealers in Queens and Brooklyn: a Chinese-made assault rifle, two hand grenades, 14 semiautomatic guns, a batch of 32-round ammunition clips and a Colt .45 with a laser scope.

In Atlanta, narcotics squad Lt. John Woodward talked of the Uzis, Mac-10s and Florida-made 9-millimeter machine pistols carried by drug dealers there. "Most of them are semiautomatic, but that's still more than we've got," Woodward said. "If we don't catch them by surprise, we don't have enough firepower. If we ever get in a fire fight. . . ."

"It's scary out there," said Mike Schoebn, Minneapolis police gang crime specialist. "We're now up against people who live solely by threat and intimidation—that's a new ingredient for us here."

"You try not to let it affect you, but it has to," said Roy Nordos, a member of the Minneapolis police SWAT team that specializes in raiding crack houses. The head of the team, Sgt. Doug Smith, added: "It's frightening to see how life means so little to some of these people."

Violence in Minneapolis and elsewhere has been heightened by struggles over drug territory between local groups and out-of-town gangs attempting to expand, the DEA report said.

Initially, most crack was distributed by "independent, cottage industry traffickers," the agency

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said. Then, about 18 months ago, DEA investigators "began to delineate a fundamental change in the structure of crack trafficking. Several large-scale trafficking groups, whose structure is beginning to approach that of mid-level cocaine or heroin dealers, have begun to emerge and are now overshadowing the presence of cottage industry groups."

"Four major groups dominate the interstate trafficking of crack cocaine throughout the United States," the report said.

In Southern California, it said, crack distribution "is mainly controlled by splinter groups of two black street gangs, the 'Bloods' and the 'Crips' based out of South-Central Los Angeles. These splinter groups are primarily composed of former gang members . . . who utilize the gang names as a means of identifying their organization.

"These subgroups are independent entities, often operating in competition with each other. Although crack operations are not centralized and controlled by one major group overseeing and coordinating activities of the splinter groups, law enforcement officers warn that these subgroups are highly organized and extremely violent."

Gangs Expand Markets

The report said that crack trafficking "has become so competitive in Southern California that 'Crips' splinter groups have begun distributing crack in Phoenix, Denver, Salt Lake City, Las Vegas, Seattle, New Orleans and Portland, Ore. Former members of the 'Blood' gang have recently opened distribution networks in Sacramento and Tucson."

Jamaican gangs, also known as posses, "represent the largest crack trafficking network uncovered to date," the agency reported. It said their operations stretch from New York, Miami and Washington on the East Coast to Minneapolis and Kansas City in the Midwest, Dallas in the Southwest and Denver in the Rocky Mountains.

"Virtually every geographic area experiencing a Jamaican posse problem has a tremendous increase in violent activity (i.e., homicides)," the report said. The Haitian traffickers include migrant farm workers and operate along the East Coast from Florida to Upstate New York, the DEA said, while the Dominican groups operate mainly in New York, Rhode Island and Connecticut.

The massive scope and immense profitability of crack operations were underscored earlier this month in Detroit when authorities announced the indictment of 22 persons in an investigation that they said had crushed a drug ring that sold up to $3-million worth of crack a day.

The Detroit group employed 275 people—many of them under 16—operated up to 200 crack houses and supplied 500 others, officials said. The investigation involved 107 search warrants and led to the seizure of 250 weapons, $500,000 in cash, $500,000 worth of jewelry and 41 cars, including Cadillacs and Mercedes-Benzes.

The investigation also uncovered the sophisticated marketing techniques used by the Detroit group, said U.S. Atty. Roy Hayes. "The crack houses were set up to compete with one another to increase the demand, to encourage sales and to eliminate competition," he said.

Madison Avenue-style marketing techniques are being applied by crack traffickers in New York, according to Bill Hopkins, director of the street research unit of the state Division of Substance Abuse Services.

Hopkins reported that crack is being sold in heat-sealed plastic bags stamped with brand names such as "Airborne" and "Sudden Impact." The Airborne brand is so popular, he said, that its parachute emblem has been duplicated by competing dealers who sell an inferior product.

Throughout the country, authorities say that crack dealers make extensive use of juveniles as sales personnel and couriers.

While local officials say that crack usually takes root first among jobless and low-income adults lured by its low price, it inevitably spreads to schools. There, officials say, many teen-agers are tempted by the prospect of fancy cars, nice clothes and plenty of spending money to become runners, look-outs and even large-scale dealers.

"There's almost a Miami Vice syndrome" among young people, said Birmingham Lt. Chuck Jordan. "It's easy to identify them. They're not trying to hide it." The car, the clothes, the gun, he said, are all "just part of the dress."

"A lot of kids are towing heavy artillery," said the Rev. Leon Kelly of a Salvation Army community center in Denver. "A 14-year-old came in here all excited because he had a .357 magnum."

In Detroit last month, a 13-year-old who allegedly operated a crack house with a 15-year-old partner was charged with murder in the shooting death of a drug-addicted prostitute. "He ran the dope pad, she messed up the dope and he had to take care of business," a prosecutor told the court at the youth's preliminary hearing.

A week earlier in Washington's Maryland suburbs, a high school football star died after officers approached him in a notorious drug-selling area. Police said he swallowed six small chunks of crack to avoid arrest. The youth, who the night before had signed a full athletic scholarship with the University of South Carolina, had been arrested in December and charged as a juvenile with possession of $1,000 worth of crack.

Lure of Easy Money

"The kids know this is easy money to buy fancy cars and clothes," said Barbara Merriweather of Washington, who founded an organization known as Citizens Redirecting Youth, or CRY, after her 17-year-old son was gunned down in December by two other youths who wanted his radio. "What happened to my son is just part of the drug epidemic."

The toll among the nation's teen-agers is staggering. In Detroit during the first six weeks of this year, 27 youths under 17 were shot, four of them fatally. And Minneapolis has seen a wave of violence among teen-agers.

"This is just one child out of many," Rozeann Gormann told the Minneapolis Star-Tribune after her teen-age brother was found shot to death, execution-style, in an alley.

President Reagan, citing surveys showing that cocaine use among high school seniors and other young adults dropped 20% last year to its lowest level since the 1970s, declared this month that "the tide of battle has turned and we are beginning to win the crusade for a drug-free America."

Local officials say, however, that White House rhetoric isn't enough, that far greater government efforts are needed.

"Just saying 'no' is not enough," said Peter F. Luongo, director of a youth treatment program in Maryland. "We've got to do something."

Eric Lichtblau reported from Minneapolis and Gaylord Shaw from Birmingham and Atlanta. Times researchers Edith Stanley in Atlanta, Dallas Jamison in Denver, Rona Schwartz in Houston and Siobhan Flynn in New York contributed to this story.

'I've been in this business here for 10 years and in those 10 years we had been shot at maybe twice, until this last month—we've been shot at twice in the last month. They've all got guns. That seems to be the common denominator of these crack houses.'

Sgt. Ken Williams,
Birmingham, Ala., Police Department

Student Drug Use Falls, but Alcohol Abuse Is Unchanged, Survey Finds

By AMY STEVENS, *Times Staff Writer* LAT 5/06/15

Drug use by California secondary school students has dropped significantly over the past two years while alcohol abuse remained constant, according to a new statewide survey that reflects a continuing national trend.

The survey, which was commissioned by the state attorney general's office and administered last December and January by UCLA education professor Rodney Skager, revealed a drop in drug abuse at every grade level studied as part of a similar survey two years ago.

'First Glimmer of Hope'

Atty. Gen. John Van de Kamp, releasing the results Tuesday at a Hollywood junior high school, called it "the first glimmer of hope in our long struggle against illegal narcotics."

But he cautioned that a single piece of good news does not mean that the drug problem is solved. "At the very best, it means we are doing a better job with the part of our population that is easiest to reach—those youngsters who are in school every day."

The percentage of students using drugs other than alcohol declined by roughly 15% in the seventh grade, by nearly one-third in the ninth grade and by between 15 and 20% in the 11th, according to the study. More than half of 9th graders and more than a third of 11th graders reported that they have "never been high or intoxicated," Van de Kamp noted.

The survey did not measure substance abuse among dropouts, who account for at least one-fourth of all high school-age children in California, according to a variety of attrition studies. The drug problem, Van de Kamp said, "is at least as bad among those youngsters—probably much worse."

The attorney general, speaking at Bancroft Junior High School, said the survey showed that "unacceptably high levels" of substance abuse persist among students. More than 61% of all 11th graders reported having been intoxicated on alcohol, and more than 42% of 11th graders reported having tried one or more illegal drugs, Van de Kamp said.

Marijuana Use

Of the various drugs covered by the survey, marijuana use by California 11th graders dropped by nearly 10% over the past two years.

Student use of cocaine also dropped during that period, but by a slightly lower margin, the survey showed. In 1986, 17.6% of California 11th graders reported having used cocaine at least once in the preceding six months. In the recent survey, that figure was 11.2%.

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KEN LUBAS / Los Angeles Times

Prof. Rodney Skager of UCLA, left, and state Atty. Gen. John Van de Kamp discuss survey on drug use by students in secondary schools.

ILLEGAL DRUG USE BY STUDENTS

PERCENT OF STUDENTS WHO HAVE TRIED DRUGS

The number of students who have tried illegal drugs (other than alcohol) have declined in the last two years. By 11th grade, about 4 of 10 students said they had experimented with drugs, down from 5 of 10 in 1985-86.

DRUG AND ALCOHOL USE DURING PAST SIX MONTHS

The percentage of students, by grade, who have used each substance at least once in the past six months. The students, regardless of grade level, reported more frequent use of alcohol than other substances.

	Grade 7		Grade 9		Grade 11	
	'85/'86	'87/'88	'85/'86	'87/'88	'85/'86	'87/'88
Beer	41.1%	40.3%	61.0%	57.7%	69.2%	68.3%
Wine	40.1	38.2	56.1	52.4	62.0	59.1
Liquor	20.8	18.4	43.7	38.9	53.1	52.4
Marijuana	8.7	5.8	32.2	21.8	42.1	32.8
Hashish	1.7	1.0	9.8	3.1	13.1	7.8
Amphetamines	2.2	1.3	10.6	3.9	15.3	10.6
Cocaine	2.8	1.8	9.7	6.3	17.6	11.2
LSD	1.4	0.8	4.1	2.1	8.0	6.4
Inhalants	17.6	12.6	16.3	13.2	13.8	10.2
PCP	1.6	1.7	3.1	2.6	3.1	3.1
Heroin	1.1	1.3	1.1	0.9	1.2	0.9

Source: State Atty. General's Office

Los Angeles Times

DRUGS: Poll Reports Decline

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The figures for cocaine mirror the findings of an annual survey of high school seniors by the National Institute of Drug Abuse, which reported a decline in student cocaine use nationwide for the first time in 1987.

Patrick O'Malley, program director of the research center at the University of Michigan that prepared the national report, said the California results seem to reflect a general downturn in drug use.

"We are getting into one of those cycles where drugs are becoming less of the 'in' thing to do," O'Malley said.

He attributed the lower national frequency of student cocaine use to a sharp increase in the public perception that the drug is dangerous, especially in the wake of the much-publicized, cocaine-related death of basketball star Len Bias in June, 1986. O'Malley said nationwide student use of marijuana began to decline in 1980.

Herbert Kleber, professor of psychiatry at Yale University who specializes in substance abuse trends, said he was "not surprised" to hear of the California survey.

"If you go back a couple of years, cocaine use was already stabilizing and beginning to drop among the general student population. This trend was reversed when crack came along. At some point they peak and go down," he said.

The California students completed anonymous questionnaires about their use of alcohol, marijuana and cocaine, which are the most-abused substances, as well as other drugs. Nearly 7,000 students picked randomly at 87 California junior and senior high schools participated. Declines were reported in virtually all categories.

Students were also asked for the reasons they chose to use or abstain from drugs and alcohol. Among 11th graders the most common reason for abstaining was fear of becoming addicted.

Van de Kamp attributed the apparent decline in student drug abuse to more effective education and prevention programs in the schools and to increasingly hostile peer attitudes toward drug use.

UCLA's Skager said that substance abuse among students appears to be slightly higher in Southern California than elsewhere in the state but that this difference was less pronounced than in 1985-86. No geographical breakdown was given.

About 15 students attended Van de Kamp's press conference. Ninth-grader Jessica Dickey, 15, said she thought the survey was not completely accurate.

"The numbers would have been a lot higher if the survey was given in the summer," Dickey said. "That's when all the parties are."